

Message Text

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ORIGIN IO-13

INFO OCT-01 EUR-12 ISO-00 AID-05 L-03 COME-00 EB-08
LAB-04 TRSE-00 STR-04 SIL-01 NSC-05 SS-15 SP-02
OIC-02 XMB-02 CIAE-00 INR-07 NSAE-00 AF-10 ARA-06
EA-07 NEA-10 INRE-00 NSCE-00 SSO-00 /117 R

DRAFTED BY IO/DHP:DWFIGGINS:GAS
APPROVED BY IO:DRTOUSSAINT
IO:CENORRIS (DRAFT)
AID/PPC/IA:PSALES (DRAFT)
IO/IBC/SC:JDFOX (DRAFT)
L:EKERLEY (DRAFT)
IO/DHP:HGWINING
EB/IFD/OSB:EKLAWSO (INFO)
-----210232Z 035535 /70

O 210124Z APR 77
FM SECSTATE WASHDC
TO AMEMBASSY VIENNA IMMEDIATE
INFO USMISSION USUN NEW YORK IMMEDIATE

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VIENNA FOR UNIDO

E.O. 11652:N/A

TAGS: OCON, UN, UNIDO, PORC, PFOR

SUBJECT: POSSIBLE RESUMPTION IN NEW YORK OF NEGOTIATIONS
ON CONSTITUTION TO CONVERT UNIDO INTO A SPECIALIZED
AGENCY

REF: (A) VIENNA 3140, (B) VIENNA 2796, (C) VIENNA 2545
(D) STATE 71611

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1. DEPT AGREES WITH MISSION'S GENERAL VIEWS (REFTEL A,
PARA 3): A) THAT ALL REASONABLE AVENUES SHOULD BE
PURSUED TO FINISH NEGOTIATING THE ARRANGEMENTS WHICH HAVE
EMERGED FROM FIVE SESSIONS OF INTER-GOVERNMENTAL
COMMITTEE OF WHOLE (IGC) AND WHICH ARE OF SIGNIFICANT
ADVANTAGE TO MAJOR CONTRIBUTORS, B) THAT DELAY IN
RESUMING NEGOTIATIONS UNTIL 1978, WHICH SEEMS PROBABLE

UNDER PRESENT CIRCUMSTANCES, WOULD INCREASE THE RISK OF G-77 ABANDONING CONVERSION EXERCISE AND ADVERSELY MODIFYING G.A. RESOLUTION 2152 (XXI), AND C) THAT U.S. RESISTANCE TO RESUMPTION OF NEGOTIATIONS ON PROCEDURAL GROUNDS COULD UNFORTUNATELY AND UNFAIRLY SHIFT THE ONUS FOR FAILURE TO RESOLVE OUTSTANDING ISSUES FROM GROUP D WHICH HAS BLOCKED AGREEMENT ON SUBSTANTIVE GROUNDS.

2. GROUP B SHOULD EMPHASIZE ITS CONSTRUCTIVE ROLE IN IGC NEGOTIATIONS AND ESCHEW ANY IMPRESSION THAT GROUP B IS IN ANY SENSE RESPONSIBLE FOR INCONCLUSIVE OUTCOME OF IGC NEGOTIATIONS.

3. US INSTRUCTIONS TO OPPOSE A PLENIPOTENTIARY MEETING (REFTELS C AND D) ARE BASED ON DEPT'S INTENTION TO AVOID DANGERS AT PLENIPOTENTIARY MEETING OF CONFRONTATION AND ACCUSATIONS AGAINST U.S. THAT WE LACK "POLITICAL WILL" WHEN WE REFUSE TO MAKE A SERIES OF CONCESSIONS UNBALANCED BY G-77 CONCESSIONS. WE BELIEVE THESE DANGERS ARE INHERENT IN SUBMITTING TO A HIGH-LEVEL POLITICAL CONFERENCE A TEXT WITH EXTENSIVE AREAS OF DISAGREEMENT ON BASIC AND INTER-RELATED BUDGET APPROVAL AND TECHNICAL ASSISTANCE FINANCING ISSUES.

4. WHILE DEPT SHARES MISSION'S CONCERN REGARDING US INTEREST IN NOT BEARING RESPONSIBILITY FOR BLOCKING RESOLUTION OF CONSTITUTIONAL ISSUE AND, THUS, COULD AGREE TO RESUMPTION OF NEGOTIATIONS UNDER AN ACCEPTABLE FORM OF A "PLENIPOTENTIARY RUBRIC," DEPT. CANNOT LIMITED OFFICIAL USE

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ACCEPT ARRANGEMENT THAT WOULD COMMIT USG TO ATTEND A FINAL PLENIPOTENTIARY SESSION WITH MAJOR ISSUES STILL UNRESOLVED. IT WOULD BE EASIER TO BEAR RESPONSIBILITY FOR BLOCKING SUCH A CONFERENCE, IF NECESSARY, THAN FOR BLOCKING FINAL SIGNATURE AT HIGH-LEVEL PLENIPOTENTIARY SESSION.

5. US MISSION THEREFORE NEED NOT OPPOSE THE NEW YORK VENUE NOR THE RUBRIC OF A TWO-STAGE PLENIPOTENTIARY MEETING, PER SE. HOWEVER, U.S. MISSION MUST SEEK GROUP B POSITION WHICH CONDITIONS CONVENING OF SECOND STAGE ON SUCCESS DURING FIRST. US MISSION SHOULD ALSO SEEK GROUP B POSITION WHICH INDICATES, AS APPROPRIATE, THAT A THREE WEEK NEGOTIATING SESSION MAY BE TOO SHORT TO REACH FULL AGREEMENT AND THAT A THREE WEEK BREAK BETWEEN STAGES ONE AND TWO IS ENTIRELY TOO SHORT TO ALLOW GOVERNMENTS TO EVALUATE WHETHER SUFFICIENT AGREEMENT HAS BEEN ACHIEVED TO CALL FOR THE CONVENING OF STAGE TWO.

6. MESSAGE TO SYG WALDHEIM MIGHT THUS TAKE THE FORM THAT "A RESUMED FIFTH SESSION OF THE INTERGOVERNMENTAL COMMITTEE OF THE WHOLE SHOULD BE CONVENED AT UN HEADQUARTERS AS SOON AS POSSIBLE SO THAT FULL AGREEMENT CAN BE REACHED ON THE TEXT OF A CONSTITUTION FOR UNIDO AS A SPECIALIZED AGENCY IN TIME FOR IT TO BE SUBMITTED TO A CONFERENCE ON THE ESTABLISHMENT OF A UN INDUSTRIAL DEVELOPMENT ORGANIZATION BEFORE THE END OF 1977."

7. IF THE G-77 INSISTS ON PUTTING A PLENIPOTENTIARY LABEL ON FURTHER NEGOTIATIONS, THE USG COULD CONSIDER LANGUAGE ALONG THE FOLLOWING LINES: "VIENNA MISSIONS BELIEVE THAT A TWO-STAGE CONFERENCE ON THE ESTABLISHMENT OF A UN INDUSTRIAL DEVELOPMENT ORGANIZATION SHOULD BE HELD AT UN HEADQUARTERS AS SOON AS POSSIBLE. THE FIRST STAGE SHOULD CONSOLIDATE AGREEMENTS REACHED LIMITED OFFICIAL USE

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AT THE FIVE SESSIONS OF THE INTERGOVERNMENTAL COMMITTEE OF THE WHOLE HELD IN VIENNA AND SHOULD NEGOTIATE FULL AGREEMENT ON REMAINING OUTSTANDING ISSUES. THE SECOND STAGE TO OPEN THE CONSTITUTION FOR SIGNATURE AND TO SIGN A FINAL ACT SHOULD BE CONVENED WHEN GOVERNMENTS MUTUALLY DECIDE THAT FULL AGREEMENT HAS BEEN ACHIEVED ON THE BASIC ISSUES OF THE CONSTITUTION."

8. FINALLY, DEPT. CONSIDERS THAT BEST OUTCOME OF FURTHER NEGOTIATIONS IN NEW YORK WILL BE ACHIEVED IF G-77 IS OUT IN FRONT PROPOSING THE NEGOTIATIONS AND GROUP B IS GOING ALONG RATHER THAN VICE-VERSA.

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